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ABSTRACT

A national survey was conducted in the spring of 1993 as follow-up to a 1992 survey on the impact of bulk funding on New Zealand kindergartens. The policy of bulk funding involves the payment of a flat rate per pupil hour to kindergarten associations, which then distribute the money to individual kindergartens, which in turn set teacher salaries and work loads. The New Zealand government adopted this policy in 1992, despite the opposition of some kindergarten associations, teachers, and parents. It was believed that the policy would lead to better self-management and educational opportunity in early childhood education. Major findings of the survey of teachers and parent committee chairpersons indicate: (1) there has been a considerable increase in staff and volunteer workloads; (2) there is increased pressure for kindergartens to maintain full student participation at all times, since government funding is based on actual attendance; (3) student roll increases and income from investment have allowed kindergarten associations to increase the number of kindergartens meeting the teacher-pupil ratio of 1:15; and (4) many kindergartens feel more reliant on parents' financial contributions than they felt previously. (Three appendixes provide estimates of kindergarten income from parent donations, survey results on the adequacy of kindergarten financial resources, and copies of the 1993 survey questionnaires.) (MDM)

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THE IMPACT OF SALARY BULK FUNDING ON NEW ZEALAND KINDERGARTENS

Results of the Second National Survey

CATHY WYLIE

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Results of the Second National Survey

CATHY WYLIE

New Zealand Council
for Educational Research
Wellington
1993

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New Zealand.

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Linda Mitchell (CECUA), Bill Campbell of the NZFKA Inc, and various people at NZFK associations and the Ministry of Education responded promptly to my requests for information, all of which was invaluable in piecing together a comprehensive picture.

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SUMMARY

The study reported here follows up NZCER's 1992 survey of the initial impact of the introduction of full bulk funding to kindergartens which began in March that year.
The survey was carried out by postal questionnaires in May-June. Separate questionnaires with some common questions were sent to headteachers and chairpersons of parent committees at the same 25% national random sample of all kindergartens on fixed sites which was used for the 1992 survey, and to all senior teachers. Material was also incorporated from an NZ Free Kindergarten Associations Inc survey of its members in March. Response rates were 89% for headteachers, 75% for chairpersons, and 63% for senior teachers. Associations were not separately surveyed as they are the focus of a Ministry of Education study on the impact of bulk funding which is currently under way.

Major findings include:

- There has been a considerable increase in staff and voluntary workloads, and an increase in stress for most staff and many parents serving on kindergarten committees;

- Since Government funding is dependent on actual attendance, there is pressure now on kindergartens to maintain full rolls at all times. Where space and local demand permit, rolls have increased in quite a few kindergartens. There is some concern that the subsequent increases in group size will have negative effects on the quality of children's learning. Rationalization of the number of kindergartens and their roll numbers is just beginning;

- Roll increases and income from investment have allowed associations to increase the number of kindergartens meeting the ratio of 1:15 teachers required by March 1995, though there is still quite a way to go. These sources of extra funding have also enabled associations to keep kindergartens nominally 'free', relying on donations instead of switching to user-pays fees;

- Many kindergartens feel more reliant now on parents' financial contributions than before, though fundraising levels are much the same as in 1991 and 1992, and there was a slight downwards slippage in the proportion of parents paying the full level of donations;

- While many associations are positive about the changes, staff and parents remain dubious that the changes will bring benefits. 54% of headteachers and 34% of chairpersons say it is harder for them to maintain previous levels of quality in their kindergarten;

- Resource gaps between kindergartens in low income areas and others appear to be widening, to the long term detriment of access and quality for children from low income families; and

- There is a growing emphasis at association and in some kindergartens on the financial viability of individual kindergartens as 'stand-alone' units, making it more difficult to target financial resources to kindergartens in areas of social need.

Some of the changes have occurred 'behind the scenes', for example, cut-backs to use of relievers during non-contact time, which had been used for programme planning, liaison with parents, and discussion of individual children's needs, and changes to the role of senior teachers.

Some of the changes discussed at the start of bulk funding, and which greatly concerned people responding to last year's survey have not yet occurred. Associations did not change parent donations to user-pays fees; they did not cut teacher salaries; and they did not replace trained teachers with untrained people. While they cut costs round the margins (for example, with the use of relief staff), their main effort went into increasing income through increasing child numbers, and investments.

There are several important reasons for this. First, the changes to funding amounts, originally steep, were switched to a gradual phase-in, after strenuous efforts by CECUA, NZFKA and NZKF. Second, the target funding amount was based on existing provision. Third, teacher salaries and conditions are still covered by a national collective contract. Fourth, volunteers were still willing to accept the new responsibilities and increased workloads. Fifth, the new 1:15 ratio (which is still above the 1:10 recommended by research) was not required to be met at its original date.

Finally, there is strong adherence to the principle of 'free' access to kindergarten, that is, access decided by need and availability rather than parental income. (It is also very likely that switching to user-pays fees would cut attendance, and thus government funding.)

So far, the associations' response has protected access to kindergarten, and has made only minor encroachment on its quality. Access has not been increased in areas where there are no existing, or not enough, kindergarten buildings. The strategy of increasing attendance depends on the existence of buildings with space (or money or grants to extend them), in the areas where there is sufficient demand to make roll increases financially worthwhile. Increased access is not necessarily going to occur in areas of greatest need; nor will cutbacks to make smaller kindergartens more financially viable occur in the areas where there is least demand for kindergarten service.

1 INTRODUCTION

The Government first signalled its intentions to introduce bulk funding of kindergarten teacher salaries in its July 1991 Budget. The initial proposal was to fund kindergartens on a flat rate, based on the national average of teacher salaries. Opposition to the proposal was voiced by representatives of the employing kindergarten associations, representatives of the teachers, and parents. On 4 December 1991 a revised proposal was presented to representatives of each of the associations. This allowed a year's transitional time to funding based on the national average, using 1991 actual total expenditure per association as the base for 1992 funding, with associations getting less than the national average also receiving an additional 3 cents per child hour above their 1991 funding, and those receiving more, 3 cents per child less. The associations reluctantly accepted the proposal. One cost of their acceptance was that four associations broke away from their hitherto national representative body, the NZ Free Kindergarten Union (now the NZ Free Kindergarten Associations Inc, or NZFKA), and formed the New Zealand Kindergarten Federation (NZKF). This break-up caused some problems in areas where associations had previously co-operated and shared resources, particularly with the professional support teams of senior teachers, which were attached to one of eight employing associations, usually serving kindergartens across association boundaries.

Bulk funding began on 1 March 1992, with the transition time then extended to two years. In November 1992 the transition time was extended a further year, to March 1995. At this time all associations will receive a uniform per child hour rate of $2.86. This is much less than the $3.50 proposed in the first document to recommend the extension of full bulk funding to kindergartens (*Education to be More*, 1988). That document also noted that this proposed sum would not be enough to allow kindergartens to meet the new recommended staff: child ratio of 1:15.

Ministry of Education figures dated 14/1/1993 show that 13 of the 39 associations would increase their per child funding rates between November 1992 and March 1995, eight by amounts up to six cents per child per hour, and five ranging from 9 to 50 cents an hour. Most associations (26) are gradually decreasing their per child funding rate: but just over half of these are losing 6 cents or less per child hour. The rest range from losses of 10 to 66 cents. Two associations have amalgamated with others since the introduction of bulk funding, one because of its projected deficit and the other, which stood to gain from bulk funding, with an association which stood to lose 25 cents per pupil hour.

Bulk funding goes to kindergarten associations to distribute between the kindergartens they are legally responsible for. It ends central funding of teacher salaries, including increments

and leave, relief staff, and, since November 1992, professional support salaries (senior teachers). Half the associations have also taken up the option to take responsibility for their own payroll services, which gives them an additional 1.5 cents per child/hour, with the rest due to assume this responsibility in March 1994.

The present government sees bulk funding as 'an integral element in the move to full self-management', and as 'part of a policy direction which seeks to improve the operating environment of educational institutions leading to improved opportunities for children' (Ministry of Education circular on bulk funding, 14/2/1992).

Such a marked change in funding arrangements for the principal form of early childhood education in New Zealand must be evaluated. However, the announcement that bulk funding was to be implemented in 1992 came too late in 1991 for the gathering of base-line data to monitor the effects of this radical change. In May - June 1992, NZCER carried out a national survey of association secretaries, senior teachers, headteachers, and chairpersons of parent committees to gather data on existing provision, the initial impact of bulk funding of salaries, the options people were looking at in response to bulk funding, the changes they were already introducing, and their views of the likely effects of the changes.

The results of the initial survey showed that most people in kindergartens did not expect the switch to bulk funding to improve their provision of kindergarten education. There was apprehension about increased workloads, and the need to raise more money. There were fears that fewer children could attend kindergartens if the present voluntary donation had to become a fixed fee. Fears were also expressed that quality would suffer if there were cutbacks to staff, or more use of untrained (cheaper) staff, and/or cutbacks to equipment and teaching resources. However, most associations were reluctant to raise donations, or change them to user-pays fees. They reported that their main initial response to the new system was to try to contain or reduce costs other than direct salaries, to raise more money through investment and sponsorship or grants, to develop their administrative and accounts structure to cope with their new responsibilities, and to keep rolls at, or as close as possible, to the maximum to maintain or improve levels of per child funding.

The overall valuation of equipment, resources and voluntary support given to kindergartens was positive. However, those in kindergartens serving low income communities were consistently more likely to report problems or inadequacies in these areas. They also had fewer parents paying the full donation.

The survey reported here follows up the 1992 work, and examines the trends and issues emerging in the second year of the change. This year's survey concentrates on the experiences of those in kindergartens, and the observations of senior teachers, since the Ministry of

Education is itself in the process of surveying kindergarten associations to monitor the effects of bulk funding at that level. We have also been able to incorporate material kindly passed on from the NZFKA survey of its members in March 1993 which gives information on their financial position at the end of 1992, and their view of the effects of bulk funding on their situation. This enables us to provide a comprehensive picture of the impact of the reforms, and to explore some of the differences which exist in experience of and impact of the change betweeen those 'on the ground' in kindergartens, and those working at association level.

The 1993 Study

Separate questionnaires, with some common questions, were sent in late May 1993 to the 42 senior kindergarten teachers who received the 1992 survey, and headteachers and chairpersons of parent committees in the 25% national random sample of all kindergartens on fixed sites which was used for the 1992 survey. These questionnaires incorporated many of the questions used in the 1992 survey, to allow comparison between years, and questions based on both the 1992 answers to open-ended questions about the effects of the change, and anecdotal material covering the last twelve months.

As in 1992, 89% of the headteachers who received questionnaires completed them (133 out of 149 sent out). Three-quarters of the sample of chairpersons of parent committees replied (112 of the 149 sent out, slightly less than the 77% who responded in 1992). The response rate for senior teachers was 63%, somewhat less than the 73% in 1992. However, 5 of our list of 43 replied that they were no longer senior teachers, reflecting the marked change in senior teacher positions over the last year.

2 ACCESS

Free kindergartens have been the flagship of government support for New Zealand early childhood education. While community effort has made substantial contributions to most of the buildings and has provided much of the teaching and learning equipment, the government contribution has covered 80% of building costs (with a limit, not met since 1989, of six new kindergartens a year), free building sites (until 1990), actual teacher salaries, a national career structure, some support for the national network of employing associations (the then NZ Free Kindergarten Union Inc, now NZFKA), and a national system of professional support through senior teachers (now dispersed to associations). Only qualified teachers have been employed. The shift to bulk funding has meant that teacher salaries are included in the rate per child

hour, the end to a national appointment system (associations are now responsible for advertising and making their own appointments), and the end to Government support for NZFKA (although some money was given to cover the costs of a bulk funding education campaign, through an information package for associations and meetings in different parts of the country, in May-July 1993.)

The level of this government support has meant that access to kindergarten has been nominally free. Parents have been asked for donations, but not expected to pay fees. The goverment changed the legislation to allow kindergartens to charge fees in 1990, but very few have done so, largely because kindergarten has traditionally been seen as the only early childhood education service available as of right, and has often been seen as the stepping stone to primary school. Access has been decided (or limited) by the demographic profile of an area - the number of three and four year olds - and the capacity of the local kindergartens. Government support was available to increase capacity in low income areas where parents and community were less able to meet building costs.

The most recent Ministry figures available (July 1992) show 14,103 three year olds attending kindergarten (higher than the previous year, 13,367). 30,403 four year olds went to kindergartens in July 1992 (slightly higher than the previous year's 30,150). The data from this survey indicates that numbers have grown since then.

Children can enter kindergarten from the age of three, depending on the demand for places at their local kindergarten. Younger children often first attend afternoon sessions, which tend to be held three times a week, allowing two afternoons for non-contact time for staff to plan programmes, get in touch with parents, and prepare resources. Morning sessions are usually five times a week.

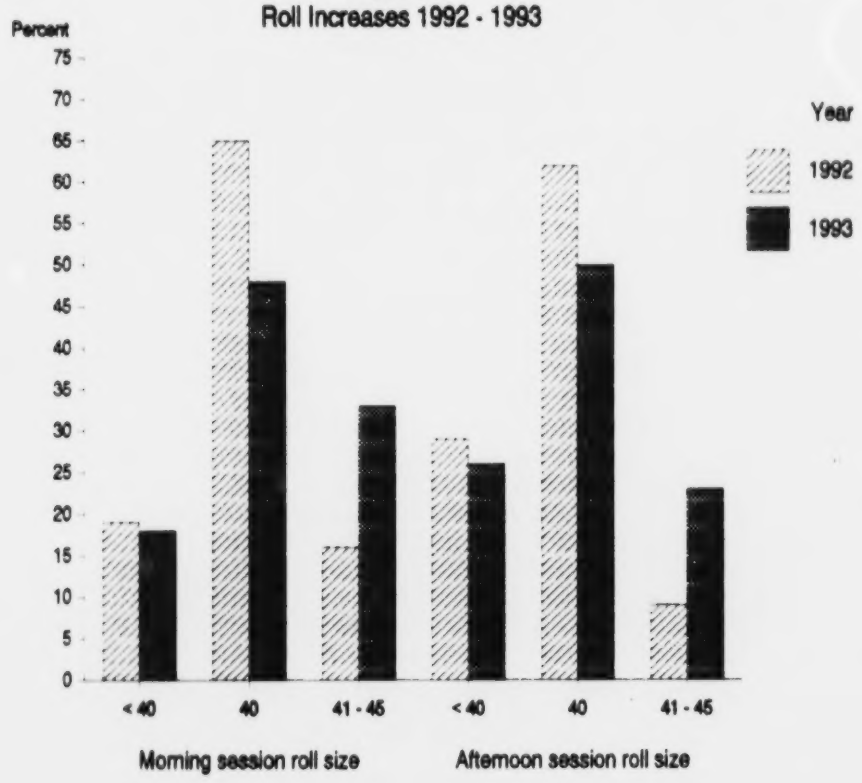
Kindergartens had until recently been staffed on a 1:20 teacher: child ratio, rather higher than the 1: 9 or 10 ratio which emerges from the research literature as most appropriate to the three and four year old age-group (Wylie 1989). A 1977 report from negotiations between the then Kindergarten Teachers Association, the then NZ Free Kindergarten Union and the then Department of Education recommended a 3:40 teacher pupil ratio, which would have increased the number of teachers nationwide by some 400. The first major step toward this ratio was taken in 1985 by the Labour Government, which allocated 80 teacher equivalents under the PSU Staffing Scheme, with a promise to have the ratios fully implemented by 1990. Sixty positions were also added for kindergartens in areas of ial need. However, little progress was made after this initial boost. In 1988, an estimated 190 kindergartens were staffed with two rather than three teachers. This scheme was ended in the new National Government's Financial and Economic Statement of 19 December 1990, though because 50 new teacher positions had already been advertised, they were allowed to be filled. All

kindergartens were to meet the higher ratio of 1: 15 set down in the Early Childhood Regulations by the end of 1992. The Government made no provision for funding the extra teachers which would be needed in kindergartens with rolls over 30 which still had only two teachers.

Kindergartens now have until March 1995 to meet the 1:15 ratio if they are to remain licensed, and thus eligible for Government funding. The major way in which associations have chosen to make progress toward meeting this ratio in all their kindergartens has been to increase the number of children in sessions, and thus their Government funding. This is reflected in the substantial growth of kindergarten rolls between the two years of our survey:

Figure a

Roll Increases 1992 - 1993



Correspondingly, more kindergartens in our survey had 3 teachers (52% compared with 41% in 1992). Most kindergartens with rolls between 41 and 45 (81%, much the same as the 1992 survey figure of 82%) met the staffing ratio of 1 teacher to every 15 children. But only 56% of those with rolls of 40 did. Eighty-one percent of the senior teachers who responded to this year's survey reported that the associations they worked with had not been able to meet the ratios by the beginning of 1993, with a further 15% reporting that the ratios had been met.

with some difficulty. There is still some way to go if all kindergartens are to meet the ratio less than two years from now.

The increase in rolls had a small effect on the waiting lists for four year olds: 59% of kindergartens had no children, compared with 51% in 1992, and 33% had between one to ten children on their list compared with 41% in 1992. However, waiting lists with more than 10 children remained at 8% for both years of the survey. There was little change in the existence of waiting lists for three year olds (91% in 1993, 90% in 1992), though the average number of children on the lists was slightly lower (29 rather than the 34 in 1992). Eighty-nine percent of the kindergartens had a waiting list for children under 3 (95% in 1992), with a slightly higher average this year (43) than 1992 (41).

The Ministry of Education's recent survey of early childhood education use (National Research Bureau, 1993) found that free kindergarten was the main service to which those not using a service at present would like access. Over half of these gave full rolls as the reason why their child could not attend (ibid, p.10).

Playgroups are not funded by the Government, and are often run by parents themselves. Just over a third (36%) of the kindergartens in the survey had playgroups, varying in size from 5 to 78, with an average of 12.

3 ADEQUACY OF MATERIAL AND VOLUNTARY RESOURCES

Equipment, buildings, outdoor space, teaching resources and staff development were all rated as either very good or adequate by three-fifths or more of those who took part in the survey. Voluntary help, however, was seen as patchy or inadequate by over half of the survey participants. The differences between this year's survey responses and the 1992 survey (shown in the detailed tables in Appendix B) are minor.

The socio-economic nature of the community served by the kindergarten was, as in 1992, the dominant factor in variations in responses. Headteachers in kindergartens serving middle-class communities were more likely than others to judge their resources as very good (buildings: 56% compared with 30% average for others; indoor equipment: 52% compared with 28% average for others, teaching resources: 64% compared with 43% for those serving a wide range of families, and 21% for others; and voluntary help: 36% compared with 12% average for others). They were least likely to regard their outdoor space as poorly laid out or inadequate (0% compared with 20%), to have some unsafe or worn out outdoor equipment

(12% compared to 26% average for others), and to find their voluntary help patchy or inadequate (28% compared with 58% average for others).

The responses from kindergarten chairpersons followed a similar pattern, with more variation showing in perceptions of the adequacy of kindergarten buildings (19% of chairpersons in kindergartens in low income areas thought they were inadequate or needed major repair compared to 4% for those in middle class or wide range income communities); and in their perception of teaching resources (33% of those in low income areas thought some were worn out or outdated compared to 5% average for others).

Roll size also appeared to affect perceptions of resources, with those in kindergartens with morning rolls of less than 40 perceiving more gaps in their resources than others. They were more likely to rate their kindergarten buildings inadequate or in need of major repair (26% compared with 13% average for those with rolls over 40), to have teaching resources they found inadequate, worn out or outdated (48% compared with 16% of those with larger rolls), and to find their voluntary help patchy or inadequate (66% compared with 49% average for larger kindergartens).

Staff Development

Senior teachers were less positive than people working in kindergartens about staff development (37% of senior teachers thought it was patchy or inadequate, somewhat less than the 1992 figure of 51%, compared with 25% of headteachers, much the same as the 26% in 1992). The number of days spent in staff development in 1992 showed a slight slippage from the previous survey, which asked about 1991 patterns. More kindergartens had between one to five days (59% compared with 44%), and fewer 6 - 10 days (19% compared with 26%) or 11 - 20 days (6% compared to 12%). There was also a slippage in the number of visits for professional support during the first term. More kindergartens had had only one visit (27% compared with 8% in the first term of 1992), and fewer four or more (12% compared with 28%). Kindergartens in low income areas were more likely to receive three or more visits (42%), compared with those in wide income areas (25%), and those in middle-class areas (8%).

The main comment in an open-ended question about any changes in kindergarten contact with senior teachers was that they had made fewer visits, had less time available, or were harder to contact than last year (20%), although 8% felt they had increased their contact, and 3% noted an improvement in the contact with their association. This accords with senior teachers responses about changes to their role noting more managerial and administrative responsibilities, with sometimes less time available for professional support.

Health and Safety

Most of the kindergartens in the survey complied with the health and safety standards set out in the current early childhood regulations (84%). The main areas of non-compliance identified by headteachers and senior teachers were lack of soft/safe material to fall onto beneath outdoor equipment, insecure fencing or gates round the kindergartens indoor equipment, the use of unsafe materials (such as slippery flooring), or the use of sinks for both cleaning and cooking.

Most headteachers (83%) and chairpersons (82%) felt they had adequate paid help with cleaning and maintenance, although this was less the case for kindergartens in low income areas (18% felt their paid help was inadequate, compared to 4% of those in middle-class areas), and for those with morning rolls under 40 than others (21% felt their paid help was inadequate, compared with 10% for those with larger rolls).

Voluntary Help

Kindergartens could not operate without considerable voluntary support. Headteacher and chairperson rating of the adequacy of voluntary help for various areas was lower than 1992 in quite a number of areas where it is required for the running of kindergartens, as Table 1 shows.

Table 1

Views of Adequacy of Voluntary Help at Kindergarten

Areas where adequate	Headteacher %	Chairperson %
Excursions	93-	92
Cleaning	78+	73
Fundraising	68	59-
Equipment repair	61-	69-
Working bees/grounds maintenance	54-	58-
Administration	50	66-
Programme	47-	54-

NOTE: ('-' means that this year's figure is more than 5% lower than the 1992 survey figures).

The wide gaps between kindergartens situated in different socio-economic areas found in last year's survey remain unchanged. Headteachers of kindergartens in middle class areas were much more likely to feel they had adequate help with their programme (84%, compared with 38% average for others), and administration (80%, compared with an average of 44%) than others. Headteachers in kindergartens serving low income areas had the highest figures for inadequacy in all the seven areas asked about, particularly for equipment repair (52% compared with 22% average for others), cleaning (30% compared with an average of 9%, workingbees (67% compared with an average of 27%), and excursions (15% compared with an average of 3%). The same pattern was reported by chairpersons, with the exception of help with excursions, and cleaning.

Roll size was linked to perceptions of the adequacy of voluntary help: headteachers at kindergartens with rolls under 40 were more likely to find their help with fundraising inadequate (46% compared to 23% for others). While there would be fewer parents to fundraise at these kindergartens, there was also some overlap with socio-economic character also, since only 4% of the survey kindergartens in middle class areas had rolls of less than 40, compared with an average of 20% for other socio-economic groups.

The size of parent committees continues to range quite widely, from four (five in the 1992 survey) to 24 (26 in 1992), with the same average as in 1992 of 12. Slightly more parent committees had no new members in 1993 (5% compared to 2% in 1992), with a range of 1 to 16 (in 1992, 2 to 18), and the same average of seven. There were also slightly more committees which appeared to have kept their officeholders: 17% compared to 11% in 1992. Twenty-two percent had newcomers in all three positions, (compared with 27% in 1992), another 32% in two of the three, (37% in 1992), and 24% (25% in 1992) in one. This high turnover in committee membership is probably unsurprising given that most children attend kindergarten for a year or less.

4 FUNDING

There are three major sources of funding for individual kindergartens:

- voluntary donations from parents of the children attending;
- fundraising with parents and within the local community; and
- the association responsible for them, which receives bulk funding from Government, including teachers' salaries.

Though there is more emphasis on fundraising, the amount gained through donations and fundraising appear to have remained relatively unchanged, with a slight slippage in donations. It is within the areas covered by association funding that people at kindergartens report the most change.

Funding from Donations

As in 1992, 99% of the kindergartens asked the parents of the children attending for a donation. Bearing out the very strong valuation of a 'free' kindergarten service, and thus the desire in kindergarten associations and kindergartens to neither switch to (user-pays) fees, nor to raise the suggested donation, there has been little change to the levels of these donations since 1992[1]:

Table 2
Weekly Donations

Donation level	Morning session		Afternoon session		Playgroup	
	1993 %	1992 %	1993 %	1992 %	1993 %	1992 %
< $3	11	8	25	22	42	47
$3	3	2	53	53	-	-
$3.05 - $4.95	14	17	15	20	-	-
$5	58	56	5	2	-	-
> $5	15	17	3	3	-	-

Eight percent of the kindergartens were considering a slight increase to their suggested donations (1992: 11%). A fifth of kindergartens in middle-class areas were thinking of raising their donation levels, compared to none in low-income areas, and 7% average for kindergartens in low-middle and wide range income areas.

Income, however, is usually rather less than the suggested donation levels might suggest. The spread of the proportion of parents who paid the full donation was also similar to 1992, but

[1] Indeed the donation levels have changed little since March 1991, when CECUA surved 75% of all kindergartens.

with some slight downward slippage:

Table 3

Percentage of Parents Paying Full Donation

Year	0-10 %	11-25 %	26-49 %	50-74 %	75+ %
1992	2	10	17	39	31
1993	5	6	22	30	29

A calculation of income from parent donations for children attending morning sessions suggests that it was only around 53% of the receipts which one would estimate from the level of suggested donations. This percentage was also somewhat lower than the comparable estimate made from 1992 survey answers, 61%. On paper, the total weekly sum raised by the kindergartens represented by headteachers in the survey is around $24,049.50. With proportions of those paying the full donation taken into account, the actual total weekly figure is around $12,798.57 (See Appendix A for details of the calculation).

The next table shows how the proportion of payment is linked to the socio-economic profile of parents whose children attend the kindergarten.

Table 4

Parents' Socio-Economic Status and Payment of Full Donation

Socio-economic status	0-10%	11-25%	26-49%	50-74%	75+%
middle	0	8+	8+	28-	52-
wide range	5+	5+	13	33	35-
low-middle	3	0-	26	39-	21
low	9	15-	36+	27-	9

\+ = at least 5% more than 1992 survey
\- = at least 5% less than 1992 survey

No penalty was attached for non-payment by any of the kindergartens in both years of the survey. Fourteen percent (1992: 20%) always followed up with a reminder letter or invoice, and 28% did this sometimes (1992: 20%).

Only 6% of the headteachers said that parents never or only rarely asked about the donation level when enrolling a child, although a further 33% said only a few of their parents asked. A large majority of parents asked in most kindergartens in low income areas (73%), and at those with a wide range of income (68%). This is much the same pattern as in 1992. Eighty percent of the headteachers said that no children had been withdrawn because their parents could not pay the donation. Eleven percent had had children withdrawn, and another 8% thought this was the real reason for some withdrawals, masked by parental pride. These figures are almost identical with the 1992 survey results. Twenty-four percent of headteachers at kindergartens serving low income families reported one or more children withdrawn because parents were unable to give a donation, compared with 8% in those serving middle-income families.

The main comment made here by headteachers was that they emphasized the voluntary nature of the donation to families who could not find the money. Several noted children who had been withdrawn to attend childcare centres, because subsidies are available through the Department of Social Welfare for childcare (but not kindergarten). Others commented that they suggested a payment in kind, through voluntary work, if families could not afford the donation.

Headteachers and chairpersons were asked what they thought was the maximum weekly donation which most parents using their kindergarten could afford. For morning sessions (usually 5 a week), 45% of each group thought it was $5, which is the most frequent existing rate. Thirteen percent of headteachers and 15% of chairpersons thought it could be higher than this, with a mean of $7.50.

For afternoon sessions (usually three a week), 40% of headteachers and 38% of chairpersons thought $3 was the maximum weekly donation, with 24% of headteachers and 20% of chairpersons estimating it could be higher, with a median of $5 a week. The proportion estimating that parents could afford a little more than the most popular existing rates is slightly lower than in the 1992 survey. But as then, headteachers at kindergartens serving low income communities were less likely to think that most of their parents of children attending morning sessions could afford more than $5 a week (9% compared to 18% for others).

The next table shows perceptions of increased access since bulk funding, due to the incentive to increase rolls, and also the perception of likely effects if this strategy does not produce enough money to maintain kindergartens.

Table 5

Effects on Children's Access to Kindergarten

View	Headteacher %	Chairperson %	Senior Teacher %
Improve it	4	9	33
Lose some of the children if increase donation	43	48	30
Lose many children if increase donation	35	27	15

Not surprisingly, headteachers in kindergartens in low income areas were most likely to think that they would lose many children (58% compared to 28% average for others).

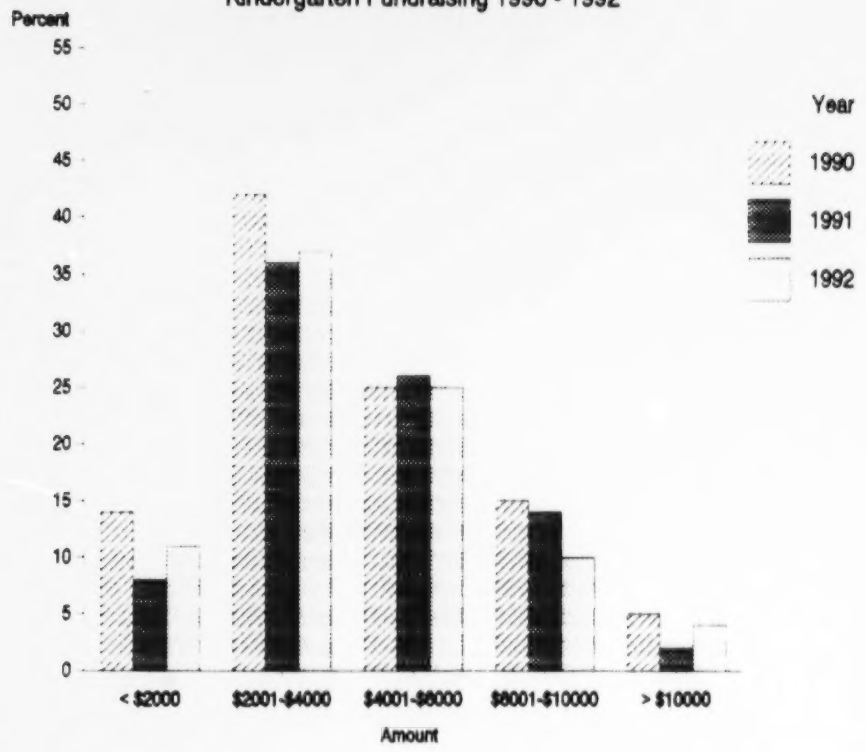
The National Research Bureau study asked caregivers using early childhood services what their reaction would be to a price increase. Of those paying less than $20 a week, which would include kindergarten users, 13% would cease using the service, and another 13% reduce their hours of use. (National Research Bureau 1993, p.39)

Funding from Fundraising

A major role of the parent committees is to fundraise to provide equipment, and, in some cases, to renovate, enlarge, or initiate buildings. The next figure shows headteacher reports of the amount of money their kindergarten was able to raise in 1992, 1991, and a comparison with the CECUA 1991 survey which asked about 1990 fundraising. Although 60% of the kindergartens in the 1992 survey planned to increase their fundraising efforts, there appears to have been no increase in the amount of funds raised at the local level for kindergartens.

Figure b

Kindergarten Fundraising 1990 - 1992



Two-thirds of the headteachers reported that they hoped to put more effort into their fundraising in the year ahead (1993).

Socioeconomic status was the major factor in differences in the amount of money which could be raised by voluntary work. Seventy-five percent of those serving low income communities raised less than $4000, compared with 38% of those serving mixed and middle-class communities, and 47% of those serving low-middle income communities. Only 6% of those serving low income families raised more than $6,000, compared to 20% of those in middle class areas. Voluntary help with fundraising was much more likely to be seen by headteachers as inadequate in kindergartens in low income areas (36%) than in middle class areas (16%). Chairpersons showed a similar assessment (48% and 17%).

Roll numbers made some difference also. More kindergartens with rolls of 41-45 were able to raise between $4,000 and $6,000 than others (34% compared with 21%). Against logical expectations it was those with rolls below 40 who were more likely to raise more than $6,000

(21% compared with 12%).[2]

Other solutions to fundraising which have been suggested by the Government are hiring out kindergartens, and sponsorship. Two percent of the headteachers reported that they had done one or the other of these.

Funding From Associations

Fifty-two percent of the chairpersons said their association passed their Government funding (minus teacher salary, provision for senior teachers, provision for maintenance and administration costs) directly to the kindergarten committee. This is almost exactly the same proportion as the 1992 survey. A further 12% were unsure. Thirty-eight percent said they understood the basis for the Association's calculation, 13% said they did not, 13% were unsure, and 36% did not answer this question, indicating that this is an area of uncertainty for many chairpersons.

There was quite a wide variation in the frequency with which associations passed on this money to individual kindergartens. Thirteen percent said they got it twice a year, 10% at the start of each term, 17% at the end of each term (rather more than the 10% in the 1992 survey), 1% at the start of each year (rather less than the 8% in 1992), 7% at the end of each year (compared with 3% in 1992) and 9% in the middle of each term. Five percent said it came irregularly, 3% said their association had no money to distribute. Twenty-two percent of the chairpersons left this question unanswered, which may be linked to the relatively high turnover in officeholders on parent committees.

The next table sets out 1993 chairperson comparisons of the funding their kindergarten received from their association over the last three years.

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[2] It may be that this comparatively high figure here is an active response to the greater proportion of headteachers in these kindergartens reporting inadequacies in their resources.

Table 6

Chairperson Comparisons of Their Kindergarten's Funding from Association 1991-1993

1993 funding	1992 %	1991 %
less than	28	34
the same as	22	8
more than	12	11
do not know	32	44

Of those who were confident of the sums involved (62%), 45% were receiving less than the previous year.

Chairperson and headteacher views on how the switch to bulk funding has affected their own kindergarten's budget (which includes parental donations and fundraising) are set out in the next table.

Table 7

Effects of Bulk Funding on Kindergarten Budget

Change	Headteachers %	Chairpersons %
Large improvement	1	-
Small improvement	9	10
More dependent on parental contribution	62	63
Small decrease	20	19
Large decrease	7	8

Roll size had some relationship to association funding of individual kindergarten budgets, as one would expect from the weight given this in the formulae which associations reported using in the 1992 NZCER survey. Those with morning rolls of less than 40 were most likely

to have their budget decreased, 42%, in comparison to 28% of those with 40 children, and 16% of those with rolls between 41 - 45. This may well reflect the fact that operating costs (such as heat, light and maintenance) depend on factors other than roll numbers, which is one of the difficulties in a funding formula based solely on them.

There was also an interesting relationship between the kindergarten community's socio-economic status, and changes to its budget. While those in middle-class communities were more likely to have small decreases than those in wide-ranging or low income communities (28% compared with 13% and 9%), none had had a large decrease (compared with 5% and 15%), and the only kindergarten to get a large increase was in a middle-class area. Headteachers at these kindergartens expressed less need to rely more on parental contributions (48% compared with 73% in low income areas).

Staffing improvements were also more likely to occur in kindergartens in middle-class areas than others, with 16% of these reporting the addition of a teacher (compared with 6% average for others), and 12% the addition of a part-time teacher (compared with 7% average for others). This difference may stem from the fact that the PSU Staffing scheme targeted kindergartens in areas of social need first, so that quite a few of these kindergartens were already operating at the required staff: child ratio. Roll increases were no more frequent for kindergartens in middle class areas than others, although none of these kindergartens lost children, compared to 4% average for all others.

Also of note is that the relationship between changes to association budgets and changes to kindergarten budgets was not a mechanical one. Perceived surpluses in association budgets (see Table 8 on the next page) did not always translate directly into increases for individual kindergartens - 13% of those whose budgets were slightly improved belonged to associations which were thought to have a small surplus, but 21% came from associations whose budgets looked to be in deficit. Thirty percent of those who had slight decreases in their budgets came from associations which had a slight surplus for the year. Nor was there any consistent relationship between perceived changes to association budgets and effects on, for example, the adequacy of paid cleaning and maintenance, amount of staff development or, changes to staff working conditions.

It was only with regard to use of relievers that a consistent pattern showed, with those who reported their association faced a large deficit more likely to increase their use of untrained relievers (46% compared with 6% average for others), and together with those whose association seemed to have a small deficit, to have less access to relievers in non-contact time (68% compared to 37% for others.)

This suggests that bulk funding has impacts across the board which occur irrespective of the

state of individual associations' budgets and resources which they had before the introduction of bulk funding. All associations must ensure that roll-data is accurate, in order to ensure funding; all have had to increase the amount of paperwork and accounting occurring at kindergarten and association level; many have moved to systems of property maintenance and capital expenditure which put kindergartens in priority lists, on the basis of up to date information. Because of the requirement to meet 1:15 ratios by the beginning of 1995, and also because of the shift to per-child funding for all costs, including the most crucial, staff salaries, most associations have also endeavoured to fit the numbers of children attending sessions, where possible, to multiples of 15.

Chairperson and headteacher understanding of the impact made by bulk funding on their association's budget is compared with the 1992 survey figures in the next table. The consistently high proportion of those who do not know their association's budgetary situation is an interesting indicator of the relationship between associations and individual kindergartens.

Table 8

Views of Impact of Bulk Funding on Association Budget

View	Headteacher		Chairperson	
	1992 %	1993 %	1992 %	1993 %
Large surplus	1	2	0	0
Small surplus	2	17	3	16
No difference	6	3	12	9
Do not know	52	44	42	40
Small deficit	5	9	13	14
Large deficit	25	20	26	17

The slightly lower figures for the large deficit and increase in those whose association had a slight surplus in 1993 may well reflect the success of association responses to their initial bulk funding year, and/or caution. In the 1992 survey, 28% of association secretaries expected a small deficit in their budget, and 25% a large deficit. An NZKFA survey of its members financial position for the 1992 year and information supplied by the four other associations shows that most (32 of 39) ended the year with a surplus (ranging from $1,000 to $158,000, with an average of $39,000) although some noted that they did not expect this

surplus to continue[3]. This would seem to indicate that the associations which faced a small deficit had been able to take preventative action. The main reasons given for this were:

- increases to rolls (and thereby increasing their Ministry funding);
- reduced reliever and reduced salary costs (for example, through appointing newly qualified teachers to replace experienced, and more expensive, staff, but also through unpredictable decreases in sick leave);
- keeping rolls at maximum (ensuring maximum Ministry funding); and
- investment of bulk funding grants (given quarterly).

A few also mentioned holding expenditure on maintenance, accumulated funds existing prior to bulk funding, careful management, increases in the number of sessions, and increases in parental donations.

Senior teachers also noted that some of the associations were seeking sponsorship, and making changes to administration staff (sometimes increases, sometimes cutbacks, or contracting outsiders).

5 CHANGES IN RESPONSE TO BULK FUNDING

Most people in kindergartens were aware that their associations were taking action in response to bulk funding, although many chairpersons (67%) and a lot of headteachers (40%, and a further 8% unsure) had not discussed options with their association. In contrast, most senior teachers Most (81%) had taken part in discussions with their employing association/s on the options available. Their input into association discussions of options in response to the introduction of bulk funding varied, with most playing a role in working out how to implement a policy (for example, changes to kindergarten rolls), rather than having an input at the prior stage of deciding between options.

[3] The NZFKA survey did not ask associations to compare their end of year financial position with previous years, which would need to be done to discover what difference bulk funding had made to long term trends in individual associations.

What changes stemming from association decisions did people at kindergartens notice? The most noticeable were:

- putting effort into keeping their rolls full;
- a marked increase in staff and voluntary workloads;
- cut-back in their use of relievers;
- more reliance on their contributions from parents and fundraising;
- cut-back in staff working conditions; and
- more responsibility for building maintenance.

Rolls

Seventy-seven percent of the headteachers said they were trying to maintain a full roll at all times; and a quarter had increased their rolls in the previous year. Of these, most (79%) were kindergartens which now had rolls of 41 - 45. Four percent had lost children over that period. Sixty percent of these were kindergartens which now had rolls of less than 40, and the other forty percent had rolls of 41-45. Although some people had hoped that the shift to bulk funding would result in more kindergarten sessions, only two kindergartens had actually extended the number of sessions they held. The lack of government funding for any extra sessions provided no incentive for people to make such changes.

Workloads

Headteacher workloads had increased to cover more paperwork (97%). Since funding is based on actual attendance, they have had to pay more attention to verifying rolls, and following up children who do not attend. Children who do not attend for five consecutive sessions whose parents do not notify the kindergarten and given the reason may lose their place in some kindergartens, depending on association policy. If kindergartens do not have another child immediately able to start to replace children who move onto school or out of the locality, they lose the funding for those children.

Headteachers were also doing more administrative work with their parent committee (70%). Those in associations thought to be facing a deficit were more likely to be working more on administrative work and with parent committees: 88%, compared to 65% of those whose associations were thought to have a slight surplus, and 50% of those for whom there had been no change of association budget. The majority of headteachers (86%) also said their work was now more stressful, and again, this proportion was higher for those whose associations were thought to be in deficit (82% compared to 65% for those with a slight surplus, and 50% of

those without a change in association budget).

Senior teachers were asked about the impact on volunteers at the Association level. Sixty-seven percent noted that voluntary workloads had increased with the change to bulk funding, with 48% noting an increase in stress. Some commented that, in smaller associations particularly, there were 'less and less people doing more and more work'. Others expressed admiration for the energy and conscientiousness of their association volunteers, but wondered whether the workload and financial and quality responsibilities were now too great to be committed to voluntary effort and skills.

Seventy percent of the chairpersons said their workload was increasing, and 47% that it had become more stressful. Only thirteen percent noticed no change. Much the same pattern was reported for the rest of their committee. Increases in workload for chairperson and committee were most marked for those in low income areas (95% and 86% respectively, compared with 69% and 66% for others).

Forty-eight percent of the chairpersons also felt parents were less willing to join the committee (although 6% felt they were now more willing.) Amongst the factors they mentioned in comments were increased paperwork, the need for more fundraising, and more responsibility for maintenance shifting to kindergartens. Headteachers at kindergartens in low and low-middle income areas were more likely to report that parents were less willing to come onto the committee than others (59% compared to 44% for those in middle-class and wide range income areas).

Use of Relievers

Almost half the headteachers (47%) said that they were no longer able to bring relievers in during non-contact hours. In the past they have used non-contact time for the essential work of planning, discussion of individual children's needs, and staff development. In session time, a quarter noted the increased use of untrained relievers, 17% made more use of parent helpers to provide relief, and 14% reported fewer relief hours available. A few noted improvements: one kindergarten had more relief hours available than last year; 4% had decreased their use of untrained relievers, and 2% their use of parent helpers. The main theme in the open-ended comments made by headteachers (17%) was the difficulty they now had getting relievers, with some mentioning decreased pay-rates, and others the loss of travel allowance. The national collective contract negotiated between the State Services Commission on behalf of the kindergarten associations and the Combined Early Childhood Union of Aotearoa in 1992 included reductions to relievers' pay, and made travelling allowances discretionary.

Parental Contributions

The need for greater parental contributions to kindergarten budgets has been reported earlier (see pp. 16-17).

Teacher Salary and Conditions

No other changes were made to kindergarten teachers' salaries or conditions. The conditions which showed some change in this survey are either not explicitly provided for in the collective contract (such as non-contact time, which used to be in the now Kindergarten Regulations, overtaken by the new regulations for all early childhood education services), or are conditions left to the discretion of individual associations as the employing body, such as leave entitlement. Twenty-six percent had had cut-backs to their leave provisions, and 10% to their non-contact time. While 22% of the headteachers said their inservice-training had increased over the past year, 30% said it had decreased. Those with morning rolls of 41 -45 were slightly more likely to have had cuts to their non-contact time (14% compared with 8% for others). The single link between socio-economic status and changes to conditions was in a higher proportion of headteachers working in low socio-economic areas reporting a decrease in leave provisions (39% compared with 25% average for others).

Building Maintenance

The main change in the building maintenance area was that more responsibilities had passed from associations to kindergartens (12% in an open ended question), and that the association was putting maintenance work in a priority order (5%). Four percent noted more use of the free labour from community groups or people on periodic detention.

Staff Numbers

Many kindergartens (67%) had had very little change in staff numbers. Eight percent had received another teacher; 8% had added a part-time position, and 1% had made a part time position full-time. While 64% of those who received another teacher had morning rolls of 41-45, 27% had rolls of 40, and 9% rolls below 40.

Changes to Senior Teachers' Role

Up until November 1992, senior teachers belonged to a national pool, attached to one of eight employing associations, but usually serving several, and working in teams. The money for their professional support and development work is now distributed between associations on a per capita basis.[4] This has led to considerable change for many senior teachers. Sixty-three percent now work for one association only, compared to 19% in the 1992 survey. Correspondingly, there were far fewer working for two associations (32% in 1992, 11% in 1993), or three (16% in 1992, 4% in 1993). Less marked is the change in those working for more than three associations (from 32% in 1992 to 22% in 1993).

Just under half the senior teachers responding to the 1993 survey said their job description had changed, with another 22% reporting changes in the pipeline. The main change, especially for those working for smaller associations, was more administrative and managerial work, including giving headteachers advice on how to manage the change, and support. Forty-four percent had had a large increase in their workload since the introduction of bulk funding, 48% a small increase, and 4% a large decrease. Some althought this was also related to checking whether charters and early childhood regulations were being met. Most also noted increases in their paid work hours.

Advice and Support

Most chairpersons had discussed changes due to the introduction of bulk funding with headteachers (71%), and with the rest of the parent committee (67%). Just over half the chairpersons would like some training, advice or support on managing the change to bulk-funding, with another 21% unsure. Their main interest is in improving their financial situation: 42% would like advice or support with fundraising, and 40% with financial management. Thirty-seven percent would appreciate more detailed information from their association, and 16% advice on time management.

Compared with 1992, fewer headteachers showed a definite interest in training: 32% showed a definite interest compared to 44% in the 1992 survey, with similar percentages of those unsure (25% compared with 28% in 1992). Thirty percent would like more detailed information from their association, 28% advice or support with fundraising, 27% advice on time management, and 24% advice on financial management.

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[4] This can create problems for small associations in filling senior teacher positions if the allocated funding allows only a small fractional appointment.

Both groups favoured reference manuals and a regular newsletter as their preferred forms of receiving advice. Headteachers showed more interest in one-off seminars (30% compared to 24% of chairpersons - one chairperson commented that they could be hard to get to -), while chairpersons showing more interest in help desks (22%) compared with headteachers (14%).

6 THE GENERAL IMPACT OF THE CHANGES

From the material in this survey, it would seem that the main impact of the changes, at this early stage, has been to increase the work of the adults involved in providing kindergarten programmes, as professionals or parents. Access has been improved for some children, but while more children have been included into existing sessions, they may not be receiving the quality of programme that people felt they had been able to provide before the introduction of bulk funding.

Table 9

Effects on Programme Quality

View	Headteacher %	Chairperson %	Senior Teacher %
Improvement	9	14	7
No change	29	42	19
Harder to maintain previous quality	54	34	63

Headteachers in kindergartens in middle-class areas were more optimistic about making improvements than others (16% compared to 6% of those in low-income areas).

Why is this? The dominant theme in the comments made by senior teachers here was that roll increases, and the pressure to keep rolls full, have increased the size of the groups children are working in. In the research literature, group size has long been associated with differences in quality in early childhood education centres. (See, for example, Clarke-Stewart and Gruber

(1984), Ruopp et al (1979), Whitebook et al (1989). Children in smaller groups are more likely to talk and interact with each other and with the adults in their centre, which has benefits for their social and cognitive development. The definition of 'small' group varies in the literature, but is generally below 10 - 15 children, which is considerably lower than the overall session rolls of kindergartens (30 - 45). However, few activities in kindergartens are based on the entire session as a group, and actual group sizes during session times do vary.

Senior teachers also commented on pressure on staff to keep rolls high, and the difficulty of meeting different needs through a uniform funding formula:

> *The enforced increase in roll numbers has stretched teachers in introducing families and building relationships with them. It's a factory like turnover - numbers=dollars has been a real pressure.*
>
> *In areas of social difficulties, kindergartens are finding it very difficult to maintain minimum equipment. Donations are not high and can't be depended on. Roll numbers are not high in these kindergartens. I don't believe this has been addressed by the association: it seems to be inequitable funding.*

Headteachers also commented on the increase in the number of children they are working with, giving examples of how the related pressure to keep rolls full translated into their everyday practice. These included encouraging parents of a child to begin kindergarten before the parents or child were prepared to,[5] trying to pair up children who might want only part-use of the kindergarten, or who were also using other early childhood education services (such as daycare), which in turn could mean reduced access for some children who would otherwise attend full-time, and trying to settle in a large number of new children at the same time. Pressure to keep high rolls was noted as particularly difficult in low income areas, which often have highly mobile families.

Headteachers also noted reduced time for planning and professional development, working with parents, and the increase in stress which comes from not being able to meet all the demands on them.

Senior teachers' comments on what they had seen in kindergartens also mentioned the difficulty of catering for special needs children when group size is higher, and headteachers were under the additional pressure of more administrative work.

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[5] One senior teacher commenting on this practice said:

> *Headteachers feel torn between getting more funding and going with parents' wishes.*

Overall, the doubts surrounding the ultimate value of salary bulk-funding which were expressed in the 1992 survey have endured as the new system takes hold, with only a small decline in negative feelings.

Table 10

Views of Effects of Bulk Funding of Kindergartens

View	Headteacher 1992 %	Headteacher 1993 %	Chairperson 1992 %	Chairperson 1993 %
Beneficial	2	5	4	15
No real effect	3	15	12	21
Don't know/too early to tell	22	8	29	13
Detrimental	71	66	54	48

Headteachers of kindergartens in low income areas were more likely to think the switch to bulk funding was having negative effects: 79% compared to 56% of those teaching in middle class areas, and 66% for others. No headteachers in associations believed to be facing budget deficits thought the switch to bulk funding had been beneficial.

No senior teachers thought the change to bulk funding was beneficial to kindergartens, but 48% thought its effect varied between kindergartens. The same proportion thought the effects were detrimental.

Association secretaries were slightly more optimistic about the changes in the 1992 survey, with 16% thinking the change would be beneficial to their kindergartens. That optimism appears to have increased. The NZ Free Kindergarten Associations Inc March 1993 survey asked a related but not identical question, on their views of their association's situation after bulk funding. Eighteen of the 32 respondents (56%) thought their association was better off; six (19%) felt there had been no change in their situation; and eight (25%) thought they were worse off.

In the present study, headteachers, chairpersons and senior teachers were also asked to give the reasons for their overall view of the impact of bulk funding in an open-ended question. Most people gave more than one reason.

The main themes in **headteacher** comments were:

- increased workloads (35%)
- not enough money (34%)
- extra pressure for people working for kindergartens (24%)
- decrease in quality, and ability to meet children's needs (22%)
- inability to increase staff numbers (11%).

Those who felt positively about the introduction of bulk funding mentioned staff increases (3%).

Some of their critical comments:

> *Maintaining 40/40 rolls with not enough 3 year olds on the waiting list is impossible -therefore our funding is down considerably this year.*
>
> *Our staffing has remained the same although our roll numbers have increased by 10 children. Our building is deteriorating and the date for major refurbishing keeps getting deferred.*
>
> *Constantly being made aware of the necessity to keeping an absolutely full roll. The cry of 'hard up' is constant. We introduced a fee system; 2 families pulled out. Money is more important than children now.*
>
> *Being run as a business by our association leaves little room for children and parents' individual needs.*
>
> *Non-professional volunteers - the association - don't always realize the implications and impact of the decisions they make.*
>
> *Bulk funding is quantity, not quality, education. It's a numbers game.*
>
> *Why should families be continually asked to fundraise, attend meetings, working bees, parent help; they're busy people, and they're starting to show their discontent by simply being unavailable! You can't get blood out of a stone.*
>
> *It's more difficult to work with the uncertainty, not knowing whether we're going to receive sufficient funding to meet our goals for programme planning.*
>
> *Parents and committee generally view the salaries of staff as 'huge' items being 'taken' from the kindergarten funds. When salaries were separate, this*

attitude was not obvious.

The main themes in **chairperson** comments on the reasons for their views were:

- not enough money (25%)
- more pressure on staff, and increased workloads (22%)
- more work for volunteers on parent committee and association (12%)
- decrease in quality, and ability to meet children's needs (8%)
- a way for Government to cut back on its responsibilities for early childhood education (7%).
- too confusing and/or co ex (6%).

Conversely, those who felt positively about the reforms gave as their reasons an increase in staff numbers (4%), and an increase in their funding (3%).

Some of their comments include:

> *We have always achieved a high level of fundraising each year before bulk funding, so this is still continuing now to meet some of the day to day expenses.*
>
> *I believe some kindergartens could receive more on a needs-based calculation. Fundraising and donations are much higher in rich areas.*
>
> *Our kindergarten is relatively affluent, with a lot of parental support. We would always find ways to raise extra money we felt was necessary to the wellbeing of our kindergarten.*
>
> *Our association thinks it is more beneficial as they get the full amount which makes cashflow easier and they know how much money they get each year.*
>
> *We got an extra teacher, a terrific benefit to the children, but it's an increased financial burden. It's hard to enjoy the effort of fundraising when the money is consumed by our running costs and extra charges.*
>
> *In theory bulk funding is a good idea, but it's expecting volunteers to do too much.*
>
> *It's Government's way of backing out of giving a good early childhood education.*
>
> *The change to bulk funding probably has its greatest impact on the association*

level rather than local committees. There's more scarcity of funds, which will no doubt cause erosion of teachers' wages and or conditions as one of the easiest methods of saving money and maintaining that available for maintenance and equipment. But I have always felt that a happy well paid staff is an essential ingredient in a good kindergarten. It's had little impact on our roll. Our kindergarten, because of its numbers and having only two teachers, tends to 'subsidize' some of the three teacher kindergartens which do not have full rolls.

Amongst the **senior teachers**, the main themes were:

- Decisions are being made on the funding available, rather than need (45%)
- Pressure to fill rolls is at the expense of programme quality (40%)
- not enough money (25%)
- too much pressure on volunteers (20%).

Those who felt positively about the reforms mentioned the flexibility of decisionmaking at association level.

Some of their comments:

Independent control of resources is helpful, however the uncertainty regarding future funding makes it hard to see a positive future.

Constantly having to react to changes foisted upon us instead of being proactive. Oh for a year when we know exactly what we will receive in bulk funding and can budget for everything we need without having to juggle! And a year with no changes - they all seen to increase the workload and cost money.

Kindergartens in poorer areas are feeling it most, because the association no longer covers their special costs.

The predicted shortfall we face in 1994-95 puts at great risk the survival of the kindergartens in my area.

As voluntary organizations frequently change their personnel, the degree of knowledge, understanding and wisdom brought to bear on deciding how bulk funds are to be spent and how to make up shortfalls is left to fate and circumstance. The children, families and teachers are left to carry the burden. Short term expedients become the norm.

The bigger associations which have sought expertise and invested well have managed to cope. The smaller associations in our area are struggling to keep all kindergartens open. In most cases one kindergarten is keeping another one or two afloat because they generate more funding and have greater donations. It is very sad to think small country areas have become jealous of the neighbouring kindergarten that has more money. Teachers feel an obligation both to their employers and to the community they serve: a no-win situation.

7 CONCLUSION

Eighteen months after the introduction of full bulk funding there are definite changes in the provision of kindergarten education. Some of these are immediately noticeable: more children in sessions at quite a number of kindergartens, more paperwork for the adults involved, more use of untrained parents to fill in for sick staff, and to take the place of the relievers who would have been there formerly, and more stress showing on the faces of teachers and volunteers.

Some changes occur 'behind the scenes': the cutback to preparation and planning time in non-contact hours, cutbacks to professional support from senior teachers, and a switch in their focus to association management and administration.

And some changes, which will have major impact, can be seen in fledgling form:

- the pressure to match roll numbers with the funding formulae, which will probably lead to more uniformity in kindergartens, and closure of financially unviable kindergartens;

- increased group sizes, which may reduce the quality of kindergarten experience; and

- the ever increasing gap between what can be provided to children who attend kindergartens in low income areas, arguably those most in need of quality early childhood education, and those for whom the cost-benefit to the state is greater, and those in more fortunate areas.

Some of the changes discussed at the start of bulk funding, and which greatly concerned people responding to last year's survey have not yet occurred. Associations did not change parent donations to user-pays fees; they did not cut teacher salaries; and they did not replace trained teachers with untrained people. While they cut costs round the margins (for example, with the use of relief staff), their main effort went into increasing income through increasing

child numbers, and investments.

There are several important reasons for this. First, the changes to funding amounts, originally steep, were switched to a gradual phase-in, after strenuous efforts by CECUA, NZFKA and NZKF. Second, the target funding amount was based on existing provision. Third, teacher salaries and conditions are still covered by a national collective contract. Fourth, volunteers were still willing to accept the new responsibilities and increased workloads. Fifth, the new 1:15 ratio (which is still above the 1:10 recommended by research) was not required to be met at its original date.

Finally, there is strong adherence to the principle of 'free' access to kindergarten, that is, access decided by need and availability rather than parental income. (It is also very likely that switching to user-pays fees would cut attendance, and thus government funding.)

So far, the associations' response has protected access to kindergarten, and has made only minor encroachment on its quality. Access has not been increased in areas where there are no existing, or not enough, kindergarten buildings. The strategy of increasing attendance depends on the existence of buildings with space (or money or grants to extend them), in the areas where there is sufficient demand to make roll increases financially worthwhile. Increased access is not necessarily going to occur in areas of greatest need; nor will cutbacks to make smaller kindergartens more financially viable occur in the areas where there is least demand for kindergarten service.

Bulk funding reduces the opportunity (and responsibility) for targeting resources to those areas in most need. It makes people in associations and kindergartens more mindful of each individual kindergarten as a separate entity. In its advice to associations on bulk funding, the NZFKA notes:

> By March 1 1995....all associations are to be funded at the same rate, regardless of their costs and individual requirements. Accordingly, associations will have to ensure that all kindergartens are self-supporting units as the opportunities for cross subsidisation will be extremely limited by the end of the transitional period. (NZFKA Inc, 1993, p 6)

Some of those with full rolls and the just-right number of teachers have begun to feel they are subsidising others less fortunate. Full roll and just-right number of teachers, coupled with the parents' and local community's ability to afford donations and fundraise become, in a bulk funding regime, measures of worth and merit rather than measures of good fortune.

This has severe implications for the continued provision of kindergarten education in low

income areas, and others where roll numbers may not fit the funding formula. The evidence is clear from this survey that the resource gaps that exist between kindergartens in different socio-economic areas have remained, if not grown, since the previous year. Some attention to the bulk funding formula is needed at the national level if bulk funding is not to have adverse effects on the ability of children from low income homes to attend a kindergarten, and attend one of good quality.

Even if kindergartens continue to rely on the strategy of increased or rationalised rolls, and investment of their government funding, they face the challenge of meeting the 1:15 staff: child ratio in March 1995, eighteen months from now. Already one association has proposed closing three kindergartens, one in a town without any other kindergarten provision, in order to transfer resources to the others it is responsible for, to make them viable. Some hard choices undoubtedly lie ahead. [6]

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[6] The NZFKA in its information package notes:

> Some of the proposed options for optimisation of funding impact on kindergarten philosophy and existing policy. The NZKFU recognizes that associations must have an adequate level of funding to remain viable and therefore, these proposals ar eput forward on the basis of being short to medium term solutions to an immediate problem. In the longer term it is hoped that either a full uptake of some of the options which do not impact on the quality of the service provided, or a change in Government policy, will create the opportunity to enhance the quality of the early childhood education provided by kindergarten. (NZFKA, 1993, p 13)

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APPENDIX A

Calculation of estimate of actual income from parent donations

This was done using headteacher responses. I found out the number of kindergartens in each morning roll size bracket (25 - 39, 40, 41 - 45), their suggested donation level, and their proportion of parents who paid it, and compared the total amount which would be raised if all parents paid, in contrast to an estimate of how many parents were actually paying.

Because roll sizes, donation levels and proportion of parents paying were mainly given as ranges, I took the midpoint of each category. Roll size midpoints used were 32 for rolls of 25 - 39, and 43 for rolls of 41 - 45. For a donation level of less than $3, I used a midpoint of $1.50; for those between $3 and $4.95, $4, and above $5, $6. Midpoints for proportion of parents paying were 5 for 10% or less, 18 for those between 11% and 25%, 37 for those between 26% and 49%, 62 for those between 50% and 74%, and 88 for those between 75% and 100%.

The total amount based on these midpoints which could have been raised from the kindergartens represented here if all parents had paid the suggested donation was $24,049.50 (in 1992 $23,751.50) a week. The estimate of how much was actually received was $12,798.57 (in 1992, $14,385.98).

APPENDIX B

ADEQUACY OF EXISTING RESOURCES AT BEGINNING OF 1993

NOTE: '+' = 5% or more above 1992 survey figures;
'-' = 5% or more below 1992 survey figures

Table B1

Buildings

View	Headteacher %	Chairperson %	Senior Teacher %
Very good	34+	25	37+
Adequate	26-	30-	37
Not sure	0	0	0
Some minor repairs needed	32	39	37+
Major repairs/replacement needed	10+	6	7-
Inadequate overall	5	3	4

Table B2

Outdoor Space

View	Headteacher %	Chairperson %	Senior Teacher %
Very good	35	39+	30+
Adequate	42	42-	52
Not sure	0	0	0
Too small	12	7	15
Poorly laid out	6-	10	19
Inadequate	9	4	7

Table B3

Outdoor Equipment

View	Headteacher %	Chairperson %	Senior Teacher %
Very good	24+	14-	19-
Adequate	43-	55	67+
Not sure	2	1	0
Some unsafe/worn out	24	27	33+
Inadequate	13	9	4

Table B4

Indoor Equipment

View	Headteacher %	Chairperson %	Senior Teacher %
Very good	32	30+	30
Adequate	50-	59	63
Not sure	0	0	0
Some unsafe/worn out	12	11	11-
Inadequate	5	4	0

Table B5

Teaching Resources

View	Headteacher %	Chairperson %	Senior Teacher %
Very good	36	45+	37+
Adequate	47+	41	48+
Not sure	0	0	0
Some worn out/outdated	15-	13-	26-
Inadequate	5	1	0

Table B6

Staff Development

View	Headteachers %	Chairpersons %
Very Good	30	44+
Adequate	45	30+
Patchy	18	30-
Inadequate	7	7-

Table B7

Voluntary Help

View	Headteacher %	Chairperson %	Senior Teacher %
Very good	17	13-	4
Adequate	32	32	19-
Patchy	44	45+	74+
Inadequate	9	10+	7

Table B8

Changes Made by Associations in Response to Bulk Funding

View	Headteacher 1992 %	Headteacher 1993 %	Chairperson 1992 %	Chairperson 1993 %
Some	25	69	21	44
Still developing	45	15	43	19
Not sure/do not know	20	13	29	31
None	7	2	10	4

EFFECTS OF BULK FUNDING ON KINDERGARTENS

1993 QUESTIONNAIRE FOR HEAD-TEACHERS

CONFIDENTIALITY: This information will be treated confidentially. Only the NZCER research team will see the completed questionnaires.

*Please answer by ticking the **most** appropriate box, and/or by writing in the space provided. (Unless otherwise specified below.)*

A - CHARACTERISTICS OF YOUR KINDERGARTEN

1. How many children are enrolled in your kindergarten as at the end of Term 1 1993?

   a) morning session ____ b) afternoon session ____ c) playgroup ____

2. How many staff do you have? a) full-time ____ b) part-time ____

   c) permanent ____ d) temporary ____

3. Are any of your permanent staff currently on maternity leave? ☐ a) Yes ☐ b) No

4. Are any of your staff on extended sick leave (more than 2 weeks) ☐ a) Yes ☐ b) No

5. How many 4 year olds are on your waiting list as at the end of Term 1, 1993? ____

6. How many 3 year olds are on your waiting list as at the end of Term 1, 1993? ____

7. How many children under 3 are on your waiting list as at the end of Term 1, 1993? ____

8. How many visits for professional support did you have this term? ____

9. Has this changed since the first term 1991?

☐ a) increased ☐ b) much the same ☐ c) decreased ☐ d) don't know

10. Do you have a suggested donation or fee?

☐ a) Yes ☐ b) No

11. If **yes**, what is it weekly for:

A) **morning session** attendance

☐ a) less than $3 ☐ b) $3 ☐ c) $3.05-$4.95 ☐ d) $5 ☐ e) more than $5

B) **afternoon session** attendance

☐ a) less than $3 ☐ b) $3 ☐ c) $3.05 - $4.95 ☐ d) $5 ☐ e) more than $5

C) **playgroup** attendance

☐ a) less than $3 ☐ b) $3 ☐ c) $3.05 - $4.95 ☐ d) $5 ☐ e) more than $5

12. What proportion of your parents usually pay the full suggested donation/fee?

☐ a) 0 - 10% ☐ b) 11 -25% ☐ c) 26 - 49% ☐ d) 50 - 74% ☐ e) 75% + ☐ f) don't know

13. Are parents who do not pay followed up by reminder letters or invoices?

☐ a) Yes - always ☐ b) Yes - sometimes ☐ c) No ☐ d) don't know

14. Does any penalty attach to non-payment?

☐ a) Yes - always ☐ b) Yes - sometimes ☐ c) No ☐ d) don't know

15. If **yes**, please describe:

_____ 1 2 3

_____ 4 5 6

_____ 7 8 9

16. Do parents ask if there is a donation/fee when they enrol their child?

☐ a) Yes - most ☐ b) Yes - a few ☐ c) Rarely/never

17. Have any parents withdrawn their children from the kindergarten or the waiting list because of the donation/fee?

☐ a) Yes ☐ b) No ☐ c) Not sure

(comment)_____ d 1 2 3

_____ 4 5 6

_____ 7 8 9

18. How much money did your kindergarten raise through fundraising in 1992?

☐ a) less than $2000 ☐ b) $2001- $4000 ☐ c) $4001 - $6000
☐ d) $6001 - $10,000 ☐ e) over $10,000 ☐ f) Not sure

19. Is your kindergarten planning to put more effort into fundraising this year?

☐ a) Yes ☐ b) No ☐ c) Not sure

20. Is your kindergarten planning to change its suggested donation or fee?

☐ a) small increase ☐ b) large increase ☐ c) no change
☐ d) small decrease ☐ e) large decrease ☐ f) no suggested fee/donation

21. What is the maximum suggested weekly donation or fee which you think most parents of children attending your kindergartens could pay for

a) morning sessions $ ____ b) afternoon sessions $ ____ ☐ c) not sure

22. How would you rate the adequacy of your resources for these areas at the beginning of 1993?

A) **Kindergarten building/s**

☐ a) Very good overall ☐ b) Adequate overall ☐ c) Some minor repairs needed
☐ d) Inadequate overall ☐ e) not sure ☐ f) In need of major repair/replacement

B) **Kindergarten outdoor space**

☐ a) Very good overall ☐ b) Adequate overall ☐ c) Too small
☐ d) Poorly laid out ☐ e) Inadequate overall ☐ f) Not sure

C) **Kindergarten outdoor equipment**

☐ a) Very good overall ☐ b) Adequate overall ☐ c) Some unsafe/worn out equipment
☐ d) Inadequate overall ☐ e) not sure

D) **Kindergarten indoor equipment** (eg furniture)

☐ a) Very good overall ☐ b) Adequate overall ☐ c) Some unsafe/worn out equipment
☐ d) Inadequate overall ☐ e) not sure

E) **Teaching resources** (eg books, blocks, paints)

☐ a) Very good overall ☐ b) Adequate overall ☐ c) Some worn out/outdated
☐ d) Inadequate overall ☐ e) not sure

F) **Staff Development**

☐ a) Very good overall ☐ b) Adequate overall ☐ c) patchy ☐ d) Inadequate overall

G) **Voluntary help**

☐ a) Very good overall ☐ b) Adequate overall ☐ c) patchy ☐ d) Inadequate overall

23. Does your kindergarten comply with the health and safety standards set out in the current early childhood regulations?

☐ a) Yes ☐ b) No ☐ c) Not sure

24. If no, please specify areas of non-compliance

_____ 1 2 3
_____ 4 5 6
_____ 7 8 9

25. How much staff development time did you and your staff have altogether last year?

☐ a) none ☐ b) 1 - 5 days ☐ c) 6 - 10 days ☐ d) 11 - 20 days
☐ e) 21 - 30 days ☐ f) 30+ days ☐ g) not sure

26. Do you have adequate paid help for cleaning and maintenance?

☐ a) Yes ☐ b) No ☐ c) Not sure

27. Do you have adequate **voluntary help** in these areas:

a) **Fundraising**	☐ a) Yes	☐ b) No	☐ c) Not sure
b) **Equipment repair**	☐ a) Yes	☐ b) No	☐ c) Not sure
c) **Programme**	☐ a) Yes	☐ b) No	☐ c) Not sure
d) **Cleaning**	☐ a) Yes	☐ b) No	☐ c) Not sure
e) **Administration**	☐ a) Yes	☐ b) No	☐ c) Not sure
f) **Working Bees/ grounds maintenance**	☐ a) Yes	☐ b) No	☐ c) Not sure
g) **Excursions**	☐ a) Yes	☐ b) No	☐ c) Not sure

28. What is the socio-economic status of the parents of children at the kindergarten?

☐ a) wide range ☐ b) mainly middle-class ☐ c) mainly middle-low income
☐ d) mainly low income (including beneficiaries) ☐ e) mainly high income
☐ f) other (please describe)

g 1 2 3 4 5 6 7 8 9

_____

B THE IMPACT OF BULK FUNDING

The next questions on Bulk Funding focus first on your Association and then on your kindergarten.

29. How has the change to bulk funding affected your Association's budget?

☐ a) created large surplus ☐ b) created small surplus ☐ c) no difference
☐ d) created small deficit ☐ e) created large deficit ☐ f) don't know

30. Has your Association made any changes in response to bulk funding?

☐ a) Yes ☐ b) No ☐ c) Still in development ☐ d) don't know

31. Have you taken part in discussions with the Association on the available options?

☐ a) Yes ☐ b) No ☐ c) Not sure

32. If the Association has made changes at <u>your</u> kindergarten since June 1992, were they:
(When answering a) to e) below, please tick one or more boxes, as appropriate.)

a) **Staffing Numbers**:

☐ a) added another teacher ☐ b) added a part-time teacher
☐ c) withdrawn a teacher ☐ d) made a full-time position part-time
☐ e) made a part-time position full-time
☐ f) no change ☐ g) other (please describe):

_____ h 1 2 3
_____ 4 5 6
_____ 7 8 9

b) **Staff Conditions:**

- ☐ a) increased leave provisions
- ☐ b) decreased leave provisions
- ☐ c) increased inservice training
- ☐ d) decreased inservice training
- ☐ e) increased non-contact time
- ☐ f) decreased non-contact time
- ☐ g) other (please describe):

_____ h 1 2 3
_____ 4 5 6
_____ 7 8 9

c) **Relief:**

- ☐ a) more relief hours available
- ☐ b) fewer relief hours available
- ☐ c) increased use of untrained relievers
- ☐ d) decreased use of untrained relievers
- ☐ e) increased use of parent-helpers
- ☐ f) decreased use of parent-helpers
- ☐ g) non-use of relievers during non-contact sessions
- ☐ h) other (please describe):

_____ i 1 2 3
_____ 4 5 6
_____ 7 8 9

d) **Number of Children on your Roll**

- ☐ a) increased from May 1992 designated roll numbers
- ☐ b) decreased from May 1992 designated roll numbers
- ☐ c) trying to maintain full roll at all times
- ☐ d) extended number of sessions
- ☐ e) other (please describe):

_____ f 1 2 3
_____ 4 5 6
_____ 7 8 9

e) **Administration and Parent Committee Work:**

- ☐ a) increased paperwork
- ☐ b) decreased paperwork
- ☐ c) increased work with parent committee
- ☐ d) decreased work with parent committee
- ☐ e) more work following up non-attending children
- ☐ f) increased work on roll verification
- ☐ g) other (please describe):

_____ h 1 2 3
_____ 4 5 6
_____ 7 8 9

Please write in any changes the Association has made in these areas:

f) **Fundraising (including hiring out kindergarten):**

_____ f 1 2 3
_____ 4 5 6
_____ 7 8 9

g) **Maintenance (including cleaning):**

_____ g 1 2 3
_____ 4 5 6
_____ 7 8 9

h) **Contact with Senior Teachers:**

_____ h 1 2 3
_____ 4 5 6
_____ 7 8 9

i) **Other (please describe):**

_____ i 1 2 3
_____ 4 5 6
_____ 7 8 9

33. What effects do these changes have on:
(When answering a) to e) below, please tick one or more boxes, as appropriate.)

a) **Children's Access to your kindergarten**

☐ a) improve it ☐ b) likely to lose some children if we have to increase donation/charge fee
☐ c) likely to lose many children if we have to increase donation/charge fee
☐ d) other (please describe):

_____ a 1 2 3
_____ 4 5 6
_____ 7 8 9

b) **Quality of Programme in your Kindergarten**

☐ a) improve it ☐ b) no change likely
☐ c) harder to maintain previous quality ☐ d) other (please desc):

_____ a 1 2 3
_____ 4 5 6
_____ 7 8 9

c) **Your workload**

☐ a) increasing ☐ b) decreasing
☐ c) more stressful ☐ d) less stressful
☐ e) no change ☐ f) other (please describe):

_____ q 1 2 3
_____ 4 5 6
_____ 7 8 9

d) **The work of your parent committee**

☐ a) increasing ☐ b) decreasing
☐ c) more stressful ☐ d) less stressful
☐ e) no change ☐ f) parents less willing to join
☐ g) parents more willing to join ☐ h) other (please describe):

_____ 1 1 2 3
_____ 4 5 6
_____ 7 8 9

e) **Your kindergarten budget**

☐ a) small improvement ☐ b) large improvement
☐ c) small decrease ☐ d) large decrease
☐ e) more dependent on parental contributions
☐ f) other (please describe):

_____ g 1 2 3
_____ 4 5 6
_____ 7 8 9

f) **Other (please describe)**

_____ f 1 2 3
_____ 4 5 6
_____ 7 8 9

34. Do you discuss changes due to the introduction of bulk funding with your parent committee?
*(Please tick the **most** appropriate box.)*

☐ a) Yes ☐ b) No ☐ c) Not sure

35. Is there any training, advice or support you would like on how to manage bulk funding?

☐ a) Yes ☐ b) No ☐ c) Not sure

36. If **yes**, please describe:
(lease tick one or more boxes, as appropriate.)

A) the **topics** you would like covered:

☐ a) financial management
☐ b) time management
☐ c) fundraising
☐ d) more detailed information from associations
☐ e) other (please describe):

_____ f 1 2 3
_____ 4 5 6
_____ 7 8 9

B) the **form** you would like it in:
(e.g. one-off seminars, reference manuals, help-desk)

☐ a) one-off seminars
☐ b) reference manual
☐ c) help desk
☐ d) regular newsletter
☐ e) other (please describe):

_____ f 1 2 3
_____ 4 5 6
_____ 7 8 9

37. What is your own view of bulk funding?
*(Please tick the **most** appropriate box.)*

☐ a) beneficial to this kindergarten
☐ b) no real effect on this kindergarten
☐ c) detrimental to this kindergarten
☐ d) don't know

38. Please give the reason(s) for your view:

_____ a 1 2 3
_____ 4 5 6
_____ 7 8 9
_____ b 1 2 3
_____ 4 5 6
_____ 7 8 9
_____ c 1 2 3
_____ 4 5 6
_____ 7 8 9

Thank you very much for your time in completing this questionnaire
Please post it back to NZCER, PO Box 3237, Wellington,
in the stamped envelope provided by Friday, 11 June

EFFECTS OF BULK FUNDING ON KINDERGARTENS

1993 QUESTIONNAIRE FOR CHAIRPERSONS OF PARENT COMMITTEES

CONFIDENTIALITY: **This information will be treated confidentially. Only the NZCER research team will see the completed questionnaires.**

*Please answer by ticking the **most** appropriate box, and/or by writing in the space provided. (Unless otherwise specified below.)*

A - CHARACTERISTICS OF YOUR KINDERGARTEN

1. How would you rate the adequacy of your resources for these areas at the beginning of 1993?

A) **Kindergarten building/s**

☐ a) Very good overall ☐ b) Adequate overall ☐ c) Some minor repairs needed
☐ d) Inadequate overall ☐ e) not sure ☐ f) In need of major repair/replacement

B) **Kindergarten outdoor space**

☐ a) Very good overall ☐ b) Adequate overall ☐ c) Too small
☐ d) Poorly laid out ☐ e) Inadequate overall ☐ f) Not sure

C) **Kindergarten outdoor equipment**

☐ a) Very good overall ☐ b) Adequate overall ☐ c) Some unsafe/worn out equipment
☐ d) Inadequate overall ☐ e) not sure

D) **Kindergarten indoor equipment** (e.g. furniture)

☐ a) Very good overall ☐ b) Adequate overall ☐ c) Some unsafe/worn out equipment
☐ d) Inadequate overall ☐ e) not sure

E) **Teaching resources** (e.g. books, blocks, paints)

☐ a) Very good overall ☐ b) Adequate overall ☐ c) Some worn out/outdated
☐ d) Inadequate overall ☐ e) not sure

F) **Voluntary help**

☐ a) Very good overall ☐ b) Adequate overall ☐ c) patchy ☐ d) Inadequate overall

2. Do you have adequate paid help for cleaning and maintenance?

☐ a) Yes ☐ b) No ☐ c) Not sure

3. Do you have adequate **voluntary help** in these areas:

a) **Fundraising**	☐ a) Yes	☐ b) No	☐ c) Not sure
b) **Equipment repair**	☐ a) Yes	☐ b) No	☐ c) Not sure
c) **Programme**	☐ a) Yes	☐ b) No	☐ c) Not sure
d) **Cleaning**	☐ a) Yes	☐ b) No	☐ c) Not sure
e) **Administration**	☐ a) Yes	☐ b) No	☐ c) Not sure
f) **Working Bees/grounds maintenance**	☐ a) Yes	☐ b) No	☐ c) Not sure
g) **Excursions**	☐ a) Yes	☐ b) No	☐ c) Not sure

4. How many people are on your parent committee? ____

5. How many of this year's parent committee are new to it? ____

6. How many of this year's officeholders (chairperson, treasurer, secretary) are new to it? ____

7. Does your Association pass on Government funding to your parent committee directly?

☐ a) Yes ☐ b) No ☐ c) Not sure

8. If **yes**, do you understand the basis for the Association's calculation?

☐ a) Yes ☐ b) No ☐ c) Not sure

9. How often does the money come to the parent committee?

☐ a) start of each term ☐ b) end of each term ☐ c) start of each year
☐ d) end of each year ☐ e) other (please describe)

f 1 2 3 4 5 9

---

10. How does the 1993 amount of funding received from the Association compare with the amount received in 1992 (the first year of Bulk Funding)?

☐ a) more now ☐ b) less now ☐ c) the same ☐ d) don't know

11. How does the 1993 amount of funding received from the Association compare with the amount received in 1991 (before Bulk Funding)?

☐ a) more now ☐ b) less now ☐ c) the same ☐ d) don't know

12. What is the maximum suggested weekly donation or fee which you think most parents of children attending your kindergartens could pay for

a) morning sessions $ ____ b) afternoon sessions $ ____ c) playgroup $ ____ ☐ d) not sure

13. What is the socio-economic status of the parents of children at the kindergarten?

☐ a) wide range ☐ b) mainly middle-class ☐ c) mainly middle-low income
☐ d) mainly low income (including beneficiaries) ☐ e) mainly high income
☐ f) not sure ☐ g) other (please describe)

_____ h 1 2 3 9

B HEALTH AND SAFETY

14. Does your kindergarten comply with the health and safety standards set out in the current early childhood regulations?

☐ a) Yes ☐ b) No ☐ c) Not sure

15. If **no**, please specify areas of non-compliance.

_____ x 1 2 3
_____ 4 5 6
_____ 7 8 9

C BULK FUNDING

16. What information do you have about the new bulk funding system which came into effect for kindergartens on March 1 1992?
(Please tick all boxes that apply)

☐ a) read about it in Association newsletter/s ☐ b) attended Association meeting on bulk funding
☐ c) discussion with head teacher ☐ d) discussion with others on parent committee
☐ e) media stories
☐ f) Combined Early Childhood Union (CECUA) newsletter/s
☐ g) none ☐ h) other (please describe:

_____ 1 1 2 3 4 5 6 9

17. Do you feel you understand the new bulk funding system?

☐ a) Yes ☐ b) No ☐ c) Not sure

18. Has the change to bulk funding had an impact on your Association's budget?

☐ a) created large surplus ☐ b) created small surplus ☐ c) no difference
☐ d) created small deficit ☐ e) created large deficit ☐ f) don't know

19. Has your Association made any changes in response to bulk funding?

☐ a) Yes ☐ b) No ☐ c) Still in development ☐ d) Not sure

20. Have you taken part in discussions with the Association on the available options?

☐ a) Yes ☐ b) No

(comment)_____ c 1 2 3

_____ 4 5 6

_____ 7 8 9

21. If the Association has made changes at your kindergarten since June 1992, what are they?
(When answering a) to e) below, please tick one or more boxes, as appropriate.)

a) **Staffing Numbers:**

☐ a) added another teacher ☐ b) added a part-time teacher
☐ c) withdrawn a teacher ☐ d) made a full-time position part-time
☐ e) made a part-time position full-time
☐ f) no change ☐ g) other (please describe):

_____ h 1 2 3

_____ 4 5 6

_____ 7 8 9

b) **Staff Conditions:**

☐ a) increased leave provisions ☐ b) decreased leave provisions
☐ c) increased inservice training ☐ d) decreased inservice training
☐ e) increased non-contact time ☐ f) decreased non-contact time
☐ g) don't know ☐ h) other (please describe):

_____ i 1 2 3

_____ 4 5 6

_____ 7 8 9

c) **Relief:**

☐ a) more relief hours available ☐ b) fewer relief hours available
☐ c) increased use of untrained relievers ☐ d) decreased use of untrained relievers
☐ e) increased use of parent-helpers ☐ f) decreased use of parent-helpers
☐ g) non-use of relievers during non-contact sessions
☐ h) other (please describe):

_____ j 1 2 3

_____ 4 5 6

_____ 7 8 9

d) **Number of Children on your Roll**

☐ a) increased from May 1992 designated roll numbers
☐ b) decreased from 1992 designated roll numbers ☐ c) trying to maintain full roll at all times
☐ d) extended number of sessions ☐ e) other (please describe):

_____ f 1 2 3
_____ 4 5 6
_____ 7 8 9

e) **Staff Administration and Parent Committee Work:**

☐ a) increased their paperwork ☐ b) decreased their paperwork
☐ c) increased their work with parent committee ☐ d) decreased their work with parent committee
☐ e) more work following up non-attending children ☐ f) increased work on roll verification
☐ g) other (please describe):

_____ h 1 2 3
_____ 4 5 6
_____ 7 8 9

Please write in any changes the Association has made in these areas:

f) **Fundraising (including hiring out kindergarten):**

_____ f 1 2 3
_____ 4 5 6
_____ 7 8 9

g) **Maintenance (including cleaning):**

_____ g 1 2 3
_____ 4 5 6
_____ 7 8 9

h) **Contact with Senior Teachers:**

_____ h 1 2 3
_____ 4 5 6
_____ 7 8 9

i) **Other (please describe)**

_____ i 1 2 3
_____ 4 5 6
_____ 7 8 9

22. What effects do you expect these changes to have on:
(When answering a) to e) below, please tick one or more boxes, as appropriate.)

a) **Children's Access to your kindergarten**

☐ a) improve it ☐ b) likely to lose some children if we have to increase donation/charge fee
☐ c) likely to lose many children if we have to increase donation/charge fee
☐ d) other (please describe):

_____ e 1 2 3
_____ 4 5 6
_____ 7 8 9

b) **Quality of Programme in your Kindergarten**

☐ a) improve it ☐ b) no change likely
☐ c) harder to maintain previous quality ☐ d) other (please describe):

_____ e 1 2 3
_____ 4 5 6
_____ 7 8 9

c) **Your workload**

☐ a) increasing ☐ b) decreasing
☐ c) more stressful ☐ d) less stressful
☐ e) no change ☐ f) other (please describe):

_____ g 1 2 3
_____ 4 5 6
_____ 7 8 9

d) **The work of your parent committee**

☐ a) increasing ☐ b) decreasing
☐ c) more stressful ☐ d) less stressful
☐ e) no change ☐ f) parents less willing to join
☐ g) parents more willing to join ☐ h) other (please describe):

_____ 1 1 2 3
_____ 4 5 6
_____ 7 8 9

e) **Your kindergarten budget**

☐ a) small improvement ☐ b) large improvement
☐ c) small decrease ☐ d) large decrease
☐ e) more dependent on parental contributions
☐ f) other (please describe):

_____ g 1 2 3
_____ 4 5 6
_____ 7 8 9

f) **Other (please describe)**

_____ f 1 2 3
_____ 4 5 6
_____ 7 8 9

23. Have you discussed changes due to the introduction of bulk funding in your parent committee?
*(Please tick the **most** appropriate box.)*

☐ a) Yes ☐ b) No

24. Have you discussed changes due to the introduction of bulk funding with your head teacher?

☐ a) Yes ☐ b) No

25. Is there any training, advice or support you would like on how to manage the change to bulk funding?

☐ a) Yes ☐ b) No ☐ c) Not sure

26. If **yes**, please describe:
(Please tick one or more boxes, as appropriate.)

A) the **topics** you would like covered:

☐ a) financial management ☐ b) time management
☐ c) fundraising ☐ d) more detailed information from associations
☐ e) other (please describe):

_____ f 1 2 3
_____ 4 5 6
_____ 7 8 9

B) the **form** you would like it in:
(e.g. one-off seminars, reference manuals, help-desk)

☐ a) one-off seminars
☐ b) reference manual
☐ c) help desk
☐ d) regular newsletter
☐ e) other (please describe):

_____ f 1 2 3
_____ 4 5 6
_____ 7 8 9

27. What is your own view of bulk funding?
*(Please tick the **most** appropriate box).*

☐ a) beneficial to this kindergarten
☐ b) no real effect on this kindergarten
☐ c) detrimental to this kindergarten
☐ d) don't know

28. Please give the reason(s) for your view:

_____ a 1 2 3
_____ 4 5 6
_____ 7 8 9
_____ b 1 2 3
_____ 4 5 6
_____ 7 8 9
_____ c 1 2 3
_____ 4 5 6
_____ 7 8 9

Thank you very much for your time in completing this questionnaire
Please post it back to NZCER, PO Box 3237, Wellington,
in the stamped envelope provided by Friday, 11 June

EFFECTS OF BULK FUNDING ON KINDERGARTENS

1993 QUESTIONNAIRE FOR SENIOR TEACHERS

CONFIDENTIALITY: **This information will be treated confidentially. Only the NZCER research team will see the completed questionnaires.**

*Please answer by ticking the **most** appropriate box, and/or by writing in the space provided.*

A PRESENT CONDITIONS AND STANDARDS

1. How many kindergartens are you responsible for? _____

2. How many associations do you work for?

☐ a) 1 ☐ b) 2 ☐ c) 3 ☐ d) more than 3

3. How would you rate the adequacy of resources for the kindergartens you are responsible for in the following areas at the beginning of 1993?

A) **Kindergarten buildings**

☐ a) Very good overall ☐ b) Adequate overall ☐ c) Some buildings in need of minor repair
☐ d) Inadequate overall ☐ e) not sure ☐ f) Some buildings in need of major repair

B) **Kindergarten outdoor space**

☐ a) Very good overall ☐ b) Adequate overall ☐ c) Some too small
☐ d) Some poorly laid out ☐ e) Inadequate overall ☐ f) Not sure

C) **Kindergarten outdoor equipment**

☐ a) Very good overall ☐ b) Adequate overall ☐ c) Some unsafe/worn out equipment
☐ d) Inadequate overall ☐ e) not sure

D) **Kindergarten indoor equipment** (eg furniture)

☐ a) Very good overall ☐ b) Adequate overall ☐ c) Some unsafe/worn out equipment
☐ d) Inadequate overall ☐ e) not sure

E) **Teaching resources** (eg books, blocks, paints)

☐ a) Very good overall ☐ b) Adequate overall ☐ c) Some worn out/outdated
☐ d) Inadequate overall ☐ e) not sure

F) **Staff Development**

☐ a) Very good overall ☐ b) Adequate overall ☐ c) patchy ☐ d) Inadequate overall

G) **Voluntary help in kindergartens**

☐ a) Very good overall ☐ b) Adequate overall ☐ c) patchy ☐ d) Inadequate overall

H) **Association administrative resources**

☐ a) Very good overall ☐ b) Adequate overall ☐ c) patchy
☐ d) Inadequate overall ☐ e) varies between associations I serve

I) **Association financial resources**

☐ a) Very good overall ☐ b) Adequate overall ☐ c) patchy
☐ d) Inadequate overall ☐ e) Varies between associations I service

B HEALTH AND SAFETY

4. What percentage of the kindergartens that you are responsible for, comply with the health and safety standards set out in the current early childhood regulations?
(Please write in the actual percentage.)

☐☐☐ %

5. Of those that do **not** comply, what are the main areas of non-compliance?

_____ 1 2 3
_____ 4 5 6
_____ 7 8 9
_____
_____
_____

C BULK FUNDING

6. Have the Associations you work for made any changes in response to bulk funding?

☐ a) Yes ☐ b) No ☐ c) in development ☐ d) not sure

7. Have you taken part in discussions with the Association/s on the available options?

☐ a) Yes ☐ b) No

_____ c 1 2 3
_____ 4 5 6
_____ 7 8 9

8. What are the main options that the Associations you serve have adopted so far in response to bulk funding?

a 1 2 3
4 5 6
7 8 9

b 1 2 3
4 5 6
7 8 9

c 1 2 3
4 5 6
7 8 9

If the Associations you work for have made changes in response to bulk funding:

9. What effects do these changes have on:

a) **Children's access to kindergartens you serve**

☐ a) improve it ☐ b) likely to lose some children if increase in donation/charge fee
☐ c) likely to lose many children if increase in donation/charge fee
☐ d) other (please describe):

e 1 2 3
4 5 6
7 8 9

b) **Quality of the programme in kindergartens you serve**

☐ a) improve it ☐ b) no change
☐ c) harder to maintain previous quality ☐ d) other (please describe):

e 1 2 3
4 5 6
7 8 9

c) **The work of Association volunteers**

☐ a) increasing ☐ b) decreasing
☐ c) more stressful ☐ d) less stressful
☐ e) no change ☐ f) other (please describe):

g 1 2 3
4 5 6
7 8 9

d) **Association/s budget:**

☐ a) small improvement ☐ b) large improvement
☐ c) small decrease ☐ d) large decrease
☐ e) more dependent on parental contributions
☐ f) more dependent on business sponsorship
☐ g) other (please describe):

_____ h 1 2 3
_____ 4 5 6
_____ 7 8 9

e) **Other (please describe)**

_____ e 1 2 3
_____ 4 5 6
_____ 7 8 9

10. Have there been any changes to your job description since the introduction of bulk funding?

☐ a) Yes ☐ b) No ☐ c) Still in development ☐ d) Not sure

11. If **yes**, or in development, please outline the types of changes:

_____ a 1 2 3
_____ 4 5 6
_____ 7 8 9
_____ b 1 2 3
_____ 4 5 6
_____ 7 8 9

12. What is your own view of the changes overall?

☐ a) beneficial to kindergartens ☐ b) not helpful to kindergartens
☐ c) neutral effect on kindergartens

13. Have there been any changes to your workload since the introduction of bulk funding?

☐ a) small decrease ☐ b) large decrease ☐ c) small increase ☐ d) large increase

14. Have there been any changes to your paid work hours since the introduction of bulk funding?

☐ a) small decrease ☐ b) large decrease ☐ c) small increase ☐ d) large increase

15. Was your Association able to meet the required staffing ratios by the beginning of 1993?

☐ a) Yes, without much difficulty ☐ b) Yes, savings were made on staff conditions
☐ c) Yes, savings were made on staff salaries ☐ d) Not sure ☐ e) No

(comment)_____ f 1 2 3

_____ 4 5 6

_____ 7 8 9

16. What is your own view of bulk funding?

☐ a) beneficial to kindergarten provision in all the associations I work for
☐ b) no real effect on kindergarten provision in these associations
☐ c) detrimental to kindergarten provision in all the associations I work for
☐ d) varied effect on the associations I work for
☐ e) don't know

17 Please give the reason(s) for your view:

_____ a 1 2 3

_____ 4 5 6

_____ 7 8 9

_____ b 1 2 3

_____ 4 5 6

_____ 7 8 9

_____ c 1 2 3

_____ 4 5 6

_____ 7 8 9

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